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IN THE MATTER OF THE GENERIC
PROCEEDINGS CONCERNING
ELECTRIC RESTRUCTURING

DOCKET NO. E-00000A-02-0051

IN THE MATTER OF ARIZONA
PUBLIC SERVICE COMPANY'S
REQUEST FOR VARIANCE OF
CERTAIN REQUIREMENTS OF A.A.C.
4-14-2-1606

DOCKET NO. E-01345A-01-0822

IN THE MATTER OF THE GENERIC
PROCEEDINGS CONCERNING THE
ARIZONA INDEPENDENT
SCHEDULING ADMINISTRATOR

DOCKET NO. E-00000A-01-0630

IN THE MATTER OF TUCSON
ELECTRIC COMPANY'S
APPLICATION FOR A VARIANCE OF
CERTAIN ELECTRIC POWER
COMPETITION RULES COMPLIANCE
DATES

DOCKET NO. E-01933A-98-0471

ISSUES IN THE MATTER OF TUCSON
ELECTRIC POWER COMPANY'S
APPLICATION FOR A VARIANCE OF
CERTAIN ELECTRIC COMPETITION
RULES COMPLIANCE DATES

DOCKET NO. E-01933A-02-0069

**RESPONSE OF PANDA GILA RIVER, L.P. TO
MOTION OF ARIZONA PUBLIC SERVICE COMPANY
FOR DETERMINATION OF THRESHOLD ISSUE**

Panda Gila River, L.P. ("Panda") submits this Response to the Motion of Arizona Public Service Company ("APS") for Determination of Threshold Issue ("Motion") filed on April 19, 2002. APS's filing makes it clear that the Commission should stay the procedural schedule in the above-captioned proceedings and immediately establish

1 procedures to resolve fundamental questions regarding restructuring of the Arizona
2 electric market.

3 I. INTRODUCTION

4 APS argues in its Request for Partial Variance filed in Docket No. E-01365A-01-
5 822 that, because there are insufficient competitive generators willing and able to supply
6 power to APS's Standard Offer Service requirements, APS should not have to comply
7 with the competitive bidding requirements of Rule 1606(B). For the reasons stated in its
8 Request for Order to Show Cause, filed on March 19, 2002, Panda believes that the only
9 appropriate way for the Commission to determine if sufficient generators are ready and
10 able to meaningfully compete for APS's Standard Offer Service requirements is for APS
11 to immediately issue a Request for Proposals ("RFP") for delivery beginning in 2003, as
12 required by Rule 1606(B). If APS were receives sufficient *bona fide* offers in response to
13 its solicitation, the Commission could legitimately conclude that the requested variance is
14 unwarranted, thus obviating the need for a hearing in this matter..

15 In its April 19 Motion, APS now requests that the Commission "decide [certain]
16 critical threshold issues" relating to the future of electric market restructuring in Arizona.
17 Panda believes that there is no need for the Commission to reexamine its determination to
18 rely on open, competitive markets, as little has changed since the Commission originally
19 determined that competitive wholesale and retail electric markets were in the public
20 interest. Indeed, APS itself continues to profess its support of electric restructuring,
21 arguing that the requested variance, for example, only was intended to reexamine "how
22 much" its Standard Offer Service requirements should be competitively procured, and
23 "how fast". Motion at 2. Nevertheless, in the spirit of compromise and in the interest of
24 preserving Commission and party resources, Panda proposes that the Commission (1)
25 immediately issue a procedural schedule along the lines discussed below, for expeditiously
26 considering certain global issues; (2) issue a final determination on three such threshold

1 issues, namely (a) divestiture or transfer of assets; (b) competitive bidding and (c)
2 transmission constraints, no later than December 31, 2002; (3) stay the hearing in the APS
3 variance proceeding pending resolution of these threshold issues; and (4) require that APS
4 issue an RFP for Standard Offer Service deliveries commencing July 1, 2003, no later than
5 30 days after the Commission's final determination on the competitive bidding process
6 (which would determine, among other issues, the amount to be solicited).

7 **II. THE COMMISSION SHOULD STAY THE HEARING IN THIS MATTER**
8 **AND SET A SCHEDULE IN THE GENERIC DOCKET.**

9 APS urges the Commission to address quickly the "fundamental policy choice" of
10 whether to proceed as initially contemplated with its restructuring of wholesale and retail
11 electric markets in Arizona, and avoid being diverted by the details of a given approach.
12 Put simply, "the fundamental policy choice . . . either needs to be reconfirmed or, with
13 appropriate consideration, reversed." Motion at 3.

14 Surely, though, if the Commission were to reverse its original determination,
15 prohibit APS from divesting its plants, and revert to traditional cost-of-service ratemaking,
16 there would be little reason to proceed with APS's variance request in which APS
17 proposes not only that the Commission severely modify the Competition Rules, but that it
18 also approve a 28 year PPA that itself is contingent on the divestiture. If, on the other
19 hand, the Commission were to reconfirm its belief in wholesale and retail competition, and
20 maintain, or even modify somewhat the Competition Rules, the variance request might not
21 ever be necessary if, for example, the Commission were to conclude in the generic
22 proceeding that it should significantly reduce the percentage of APS's Standard Offer
23 Service requirements that were required to be competitively secured. In either case there
24 would be no reason to divert resources from the generic proceeding to hold a hearing on
25 the variance request if a final decision on the threshold issues in the generic proceeding
26 could well make the variance proceeding moot (one way or the other).

1 It follows that Panda respectfully requests that the Commission stay the procedural
2 schedule in the APS variance docket and implement a schedule in the generic proceeding
3 allowing for a final decision on the threshold questions identified above by the end of the
4 year. Any other issues that the Commission wishes to address would be considered after
5 the threshold issues are resolved. Assuming the Commission decides to proceed with its
6 electric restructuring, APS would then issue an RFP consistent with the terms determined
7 in the generic proceeding. If it still were necessary, the Commission could consider APS's
8 variance request as early as 1/1/03, as the request would be stayed, not dismissed.

9 **III. PROPOSED SCHEDULE FOR THE GENERIC PROCEEDING**

10 In the generic docket, the Commission should attempt to resolve by December 31,
11 2002 each of the issues raised in the March 22, 2002 Staff Report in the Generic Electric
12 Restructuring Docket ("Staff Report"). See Staff Report at 68-69. Specifically, the
13 Commission should address the following:

14 1) **Market power and market monitoring.** To what extent and in what way
15 should the Commission be involved in monitoring market conditions and/or mitigating the
16 development of market power for generation and transmission?

17 2) **The competitive bidding process.** What rules should be put in place that
18 provides utilities appropriate latitude in making prudent purchases on behalf of their
19 standard offer customers? What should be included in an RFP? Who should review the
20 draft RFP to ensure it complies with these rules? What, if any, modification of Rule
21 1606(B) is appropriate, including the percentage of Standard Offer Service requirements
22 that must be competitively bid and the timing of the solicitation?

23 3) **Transfer and separation of assets.** Will the transfer of assets required by
24 the Retail Competition Rules mitigate market power? If the generation assets are
25 transferred to an affiliate, will the assets be outside of the Commission's jurisdiction,
26 allowing the market power of incumbent utilities to go unmitigated? Should the

1 Commission require the transfer of assets to a functionally (but not legally) separate entity
2 within the utility or require the sale or transfer of generation assets to non-affiliated
3 companies?¹

4 **4) Transmission constraints.** To what extent, if any, do transmission
5 constraints (and the resulting must-run requirements) impact the development of the
6 wholesale market for power?

7 **5) Adjustor mechanisms for standard offer service.** Given the answers to
8 the other issues addressed in the generic docket, to what extent, if any, should the
9 Commission reassess the need for an adjustor mechanism?

10 **6) Shopping credits and unbundling generally.** The adequacy of the
11 shopping credit (the cost a customer would not pay to their UDC if they take generation
12 service from a competitor) has been identified as being highly significant in the
13 development of a competitive retail market. Are the shopping credits and unbundled rates
14 now in effect, such as they are, set at levels that are artificially high or low?

15 Panda believes that, under a modestly expedited procedural schedule, the
16 Commission could decide all of these issues by the end of 2002, especially if, as seems
17 likely, responses to the Staff Report show areas of consensus among market participants.
18 However, if consideration of each of these issues (and any others the Commission deems
19 necessary) cannot be concluded in an expedited fashion, the Commission should resolve to
20 address by the end of the year the transfer of generating assets by utilities, the competitive
21 bidding process and transmission constraints, leaving the remaining issues for later
22 determination.

23 To this end, Panda proposes that the Commission implement the following
24 schedule, which allows for a final decision in the generic docket by December 31, 2002:

25 ¹ The Commission could consider in the generic docket APS's arguments that any change to Rule 1615, governing
26 separation of APS's generation assets, would amount to a breach of the 1999 Settlement Agreement, entitling APS to
"just compensation." Motion at 8-9. In any event, although the schedule proposed by Panda permits the divestiture
issue to be resolved no later than the end of 2002, Panda would not object to this issue being resolved more quickly.

1	Procedural Conference to establish	Within 2 weeks of Commission order
2	dates for future action, including	and notice of such conference in
3	responses to Commission Staff Report	response to this request
4	Comments of all parties on Staff Report	May 31, 2002
5	Reply Comments of all parties	July 1, 2002
6	Procedural Conference to determine all	July 15, 2002
7	issues for Commission disposition	
8	Commission meetings (or hearings) on	August 5-7, 2002
9	all issues	
10	Commission Order resolving all	No later than December 31, 2002
11	outstanding issues (or at least the three	
12	threshold issues)	
13	APS issues RFP for service to	No later than January 31, 2003
14	commence July 1, 2003	

15 Under this schedule, utilities subject to the Competition Rules (including APS and
16 Tucson Electric Power Company ("TEP")) would transfer their generation assets and issue
17 RFPs no later than January 2003. Both the competitive solicitation and the asset transfer
18 would be subject to the rules established in the generic docket.

19 This proposal is largely consistent with the proposal set forth in APS's Motion.
20 Under APS's proposal,² the RFP would be issued in September 2002; Panda proposes an
21 RFP only four months later. APS also proposes that the Commission address, in the
22 generic proceeding, the six issues set forth above, Motion at 9-12, and plainly recognizes
23 the utility in doing so prior to its issuing an RFP.

24 APS does, however, argue that the Commission should consider its variance
25 request as scheduled, and that there be no delay in the hearing set to begin April 29, 2002.
26 It makes little sense, however, to hold a hearing that may not even be necessary.
Moreover, unless the Commission were to order APS to pursue an RFP immediately, the
best way to resolve the competitive issues raised in the variance request is through the

² Motion at 4-5.

1 generic proceeding. Indeed, if the Commission were to order a return to traditional
2 regulation, there would be no Competition Rules from which to request a variance; and,
3 assuming that the Commission wished to maintain its restructuring agenda, it could
4 determine in the generic proceeding how best to resolve all statewide competitive issues,
5 including how much, if any, Standard Offer Service requirements should be procured
6 through an RFP and the rules for and timing of such procurement, obviating the need for
7 considering either APS's or TEP's variance request. If, on the other hand, problems were
8 to arise in the competitive solicitation process such that it made sense to again consider
9 APS's variance request, the Commission could consider the variance request at that time,
10 having already resolved APS's and Staff's "threshold issues," with no appreciable delay
11 from APS's proposed schedule.

12 In short, unless the Commission is inclined to immediately go forward with an RFP
13 as Panda has previously requested, Panda's proposal herein is a reasonable compromise
14 that allows the Commission to implement competitive wholesale and retail markets largely
15 on the schedule originally set forth in the 1999 APS and TEP Settlement Agreements,
16 without causing any of the financial uncertainty that APS suggests has threatened the bond
17 ratings of APS and its affiliates.

18 IV. CONCLUSION

19 For the reasons discussed herein, the Commission should immediately stay the
20 procedural schedule in effect regarding the APS and TEP variance requests. In addition,
21 the Commission should establish a procedural schedule in the generic docket allowing for
22 resolution of outstanding global issues regarding competitive markets by December 31,
23 2002, with competitive supply of Standard Offer Service requirements to commence no
24 later than July 1, 2003. To assist the commission in this regard, a proposed form of order
25 is attached hereto.

26

1 RESPECTFULLY SUBMITTED this 23rd day of April, 2002.

2 FENNEMORE CRAIG

3
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1 BEFORE THE ARIZONA CORPORATION COMMISSION

2 WILLIAM A. MUNDELL
3 Chairman
4 JIM IRVIN
5 Commissioner
6 MARC SPITZER
7 Commissioner

8 IN THE MATTER OF THE GENERIC
9 PROCEEDINGS CONCERNING
10 ELECTRIC RESTRUCTURING

DOCKET NO. E-00000A-02-0051

11 IN THE MATTER OF ARIZONA
12 PUBLIC SERVICE COMPANY'S
13 REQUEST FOR VARIANCE OF
14 CERTAIN REQUIREMENTS OF A.A.C.
15 4-14-2-1606

DOCKET NO. E-01345A-01-0822

16 IN THE MATTER OF THE GENERIC
17 PROCEEDINGS CONCERNING THE
18 ARIZONA INDEPENDENT
19 SCHEDULING ADMINISTRATOR

DOCKET NO. E-00000A-01-0630

20 IN THE MATTER OF TUCSON
21 ELECTRIC COMPANY'S
22 APPLICATION FOR A VARIANCE OF
23 CERTAIN ELECTRIC POWER
24 COMPETITION RULES COMPLIANCE
25 DATES

DOCKET NO. E-01933A-98-0471

26 ISSUES IN THE MATTER OF TUCSON
ELECTRIC POWER COMPANY'S
APPLICATION FOR A VARIANCE OF
CERTAIN ELECTRIC COMPETITION
RULES COMPLIANCE DATES

DOCKET NO. E-01933A-02-0069

27 **OPINION AND ORDER**

28 On December 26, 1996, in Decision No. 59943, the Arizona Corporation
29 Commission ("Commission") adopted rules, which provided the framework for the
30 introduction of retail electric competition in Arizona. These rules are codified at A.A.C.
31 R14-2-1601 et seq. ("Rules" or "Electric Competition Rules"). Under the Rules adopted in
32 December 1996, competition in the retail electric industry was to be phased-in beginning

1 in January 1999.

2 The Commission adopted certain modifications to the Electric Competition Rules
3 on an emergency basis on August 10, 1998, in Decision No. 61071 (the "Emergency
4 Rules"). On December 11, 1998, in Decision No. 61272, the Commission adopted the
5 Emergency Rules on a permanent basis. On January 11, 1999, the Commission issued
6 Decision No. 61311 which stayed the effectiveness of the Rules and related Decisions, and
7 ordered the Hearing Division to begin consideration of further comment and actions in the
8 Docket. On April 23, 1999, the Commission issued Decision No. 61634, in which the
9 Commission adopted modifications to the Electric Competition Rules ("Revised Rules").

10 On September 29, 1999, the Commission issued Decision No. 61969, in which the
11 Commission adopted additional revisions to the Revised Rules. On October 6, 1999, the
12 Commission issued Decision No. 61973, in which the Commission approved a Settlement
13 Agreement entered into by Arizona Public Service Company ("APS") and certain other
14 enumerated parties, which, among other things, extended the date for commencement of
15 competition until January 1, 2003. On November 30, 1999, the Commission issued
16 Decision No. 62103, in which the Commission approved a Settlement Agreement entered
17 into by Tucson Electric Power Company ("TEP"), which, among other things, extended
18 the date for commencement of competition until January 1, 2003.

19 On October 18, 2001, APS filed a "Request For Variance Of Certain Requirements
20 Of A.A.C. 4-14-2-1606" in Docket No. E-01345A-01-0822, seeking a variance from Rule
21 1606(B), which requires Arizona utilities to procure power necessary to provide service to
22 Standard Offer Service customers from the competitive market, with at least half coming
23 from competitive bidding. APS further requested Commission approval of a Purchase
24 Power Agreement with its affiliate, Pinnacle West Capital Corporation.

25 On January 28, 2002, TEP filed an "Application for a Variance of Certain Electric
26 Power Competition Rules Compliance Dates" in Docket No. E-01933A-02-0069, seeking

1 a delay in implementation of Rules 1606(B) and 1615(A).

2 The APS and TEP variance requests were assigned to the Commission's Hearings
3 Division, with hearings set to commence April 29, 2002 for APS and June 10, 2002 for
4 TEP.

5 On January 14, 2002, Chairman Mundell issued a letter to Commissioners Irvin
6 and Spitzer and all interested parties concerning opening a forum for discussion of
7 "developing issues in electric restructuring" and posing questions regarding restructuring
8 for interested parties to answer. On January 22, 2002, Commissioner Spitzer issued
9 additional questions. On January 22, 2002, Judge Farmer issued a Procedural Order
10 opening a generic docket to address developing issues in electric restructuring, and
11 requiring interested parties to respond to the Commission's questions by February 25,
12 2002. On February 8, 2002, Commissioner Irvin issued additional questions.

13 By Procedural Order issued February 8, 2002, the Commission consolidated
14 Docket Nos. E-00000A-02-0051, E-01345A-01-0822, E-00000A-01-0630, E-01933A-98-
15 0471 and E-01933A-02-0069..

16 On March 19, 2002, Panda Gila River, L.P. ("Panda") filed a "Request for Order to
17 Show Cause," requesting that the Commission stay the procedural schedule in Docket No.
18 E-01345A-01-0822 and issue an Order directing APS to Show Cause why it should not be
19 directed to immediately issue a competitive solicitation for 50% of its Standard Offer
20 Service Requirements, pursuant to Rule 1606(B). APS filed a response to Panda's
21 Request on March 29, 2002. Interested parties filed replies to APS's response and Panda's
22 Request on April 5, 2002. A Special Open Meeting regarding the Request is scheduled for
23 April 25, 2002.

24 On March 22, 2002, Commission Staff filed a "Staff Report in the Generic Electric
25 Restructuring Docket," pursuant to the Commission's February 8, 2002 Procedural Order.

26 On April 19, 2002, APS filed a "Motion for Determination of Threshold Issue,"

1 requesting that the Commission implement a schedule in the generic docket for
2 consideration of certain issues regarding electric restructuring. On April 23, 2002, Panda
3 filed a Response to APS's Motion, requesting that the Commission stay the proceedings
4 regarding APS's and TEP's variance requests and implementing a schedule in the generic
5 docket for resolution by December 31, 2002, with competitive solicitations to be issued in
6 January 2003 for delivery beginning on July 1, 2003.

7 Having considered the entire record herein and being fully advised in the premises,
8 the Commission finds, concludes, and orders that:

9 **FINDINGS OF FACT**

10 1. Decision No. 59943 enacted R14-2-1601 through -1616, the Retail Electric
11 Competition Rules.

12 2. Decision No. 61071 (August 10, 1998) adopted certain modifications to the
13 Retail Electric Competition Rules and conforming changes to R14-2-203, R14-2-204 and
14 R14-2-208 through R14-2-211 on an emergency basis.

15 3. Decision No. 61272 (December 11, 1998) adopted the Emergency Rules on
16 a permanent basis, including Staff's additional changes proposed on November 24, 1998.

17 4. Decision No. 61311 stayed the effectiveness of the Emergency Rules and
18 related Decisions, and ordered the Hearing Division to conduct further proceedings in this
19 Docket.

20 5. In Decision No. 61634 (April 23, 1999), the Commission adopted the
21 Revised Rules, which revised R14-2-201 through -207, -210 and -212 and R14-2-1601
22 through -1617.

23 6. In Decision No. 61969, the Commission adopted revisions to the Rules,
24 which revised R14-2-203 and -209, and R14-2-1601, -1603 through -1606, -1609, -1611
25 through -1613, and -1615 through -1617.

26 7. In Decision Nos. 61973 and 62103, the Commission extended the date for

1 commencement of competition in Arizona until January 1, 2003.

2 8. APS and TEP have requested variances from the Competition Rules,
3 seeking modification of their obligations to competitively procure power to satisfy their
4 Standard Offer Service requirements and their obligation to transfer ownership of their
5 generation assets.

6 9. The Commission should resolve certain threshold issues related to electric
7 restructuring, including market power and market monitoring, rules for competitive
8 bidding, rules for transfer of generation assets by utilities, the impact of transmission
9 constraints on competition, adjustor mechanisms for standard offer service and
10 competitive shopping credits and other issues related to retail competition.

11 10. The Commission should resolve these threshold issues before commencing
12 any hearing on the APS or TEP variance requests.

13 CONCLUSIONS OF LAW

14 1. The Commission has authority to modify the Competition Rules or the
15 structure of the Arizona electric market pursuant to Article XV of the Arizona
16 Constitution and A.R.S. §§ 40-202, 40-203, 40-250, 40-321, 40-322, 40-331, 40-332, 40-
17 336, 40-361, 40-365, 40-367 and A.R.S. Title 40, generally.

18 2. Consideration of threshold issues related to electric restructuring in Arizona
19 is in the public interest.

20 3. Establishing a schedule for resolution of threshold issues through
21 submission of written comments by interested parties and participation in hearings,
22 workshops or conferences is in the public interest.

23 ORDER

24 IT IS THEREFORE ORDERED THAT the procedural schedules previously
25 established in these consolidated dockets are immediately and indefinitely stayed.

26 IT IS FURTHER ORDERED THAT the Chief Administrative Law Judge shall

1 establish a procedural schedule in Docket No. E-00000A-02-0051 to consider the
2 following issues:

- 3 1. Market power and market monitoring;
- 4 2. Guidelines for competitive bidding pursuant to Rule 1606(B);
- 5 3. Rules for transfer of generation assets by utilities;
- 6 4. Impact of transmission constraints on wholesale competition;
- 7 5. Adjustor mechanisms for standard offer service; and
- 8 6. Competitive shopping credits and other issues related to retail competition.

9 IT IS FURTHER ORDERED THAT the procedural schedule adopted by the Chief
10 Administrative Law Judge shall adhere generally to the schedule attached hereto as
11 Appendix A, allowing for a Commission Order by December 31, 2002.

12 IT IS FURTHER ORDERED THAT any competitive solicitation pursuant to Rule
13 1606(B) shall commence no later than January 31, 2003, with delivery to commence no
14 later than July 1, 2003.

15 IT IS FURTHER ORDERED that this Decision shall become effective
16 immediately.

17 BY ORDER OF THE ARIZONA CORPORATION COMMISSION.
18
19

20 CHAIRMAN

COMMISSIONER

COMMISSIONER

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